

## ***CHAPTER V***

### ***Execution of Works***



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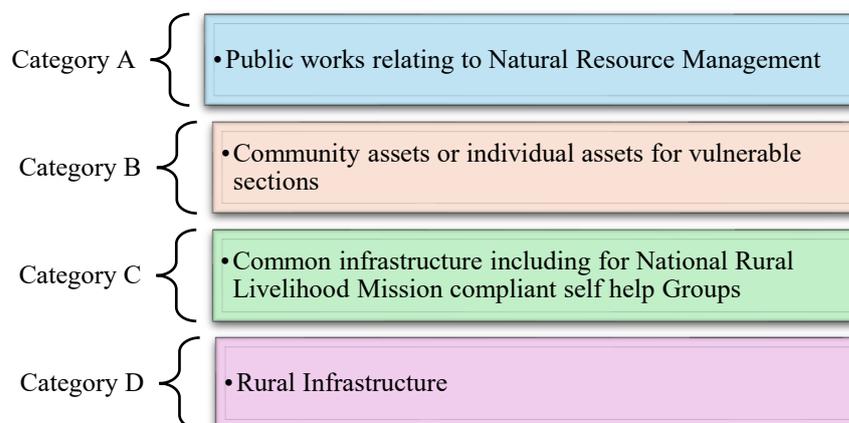
#### 5.1 Execution of works

The core objective of the Scheme aims to provide 100 days of guaranteed employment in a financial year to every household in rural areas as per demand, resulting in creation of productive assets of prescribed quality and durability while strengthening the livelihood resource base of the poor.

The Scheme focusses on building assets that are durable, locally relevant, and beneficial to the community. By prioritizing useful asset creation, the Scheme strengthens rural economies, enhances agricultural productivity, and supports sustainable development, making it a vital tool for rural transformation and social upliftment. Works which are non-tangible, not measurable and repetitive in nature are not to be taken up under the Scheme.

#### 5.2 Category of works

The focus of the Scheme is on works which are divided into following four categories:



These four categories were further divided into 266 types of permissible works under the Scheme.

#### 5.3 Status of works in the State and selected districts

The status of works approved during 2019-20 to 2023-24 in the State is shown in **Table 5.1**.

Table 5.1: The status of works approved during 2019-20 to 2023-24

Year	New works approved	No. of works completed (per cent)	Expenditure on completed works (₹ in crore)	No. of incomplete works (per cent)	Expenditure on incomplete works (₹ in crore)	No. of works not started (per cent)
2019-20	3,20,636	2,61,584 (82)	1,158.87	13,851(4)	137.80	45,201(14)
2020-21	4,57,873	3,70,655(81)	1,204.16	26,827(6)	260.62	60,391(13)
2021-22	5,28,983	3,20,039(61)	1,913.59	66,098(12)	764.23	1,42,846(27)
2022-23	5,08,623	2,28,844(45)	1,244.87	1,30,094(26)	1,213.86	1,49,685(29)
2023-24	7,56,314	1,77,428(23)	1,204.16	2,66,516(35)	2,984.51	3,12,370(41)
<b>Grand Total</b>	<b>25,72,429</b>	<b>13,58,550 (52.81)</b>	<b>6,725.65</b>	<b>5,03,386 (19.57)</b>	<b>5,361.02</b>	<b>7,10,493 (27.62)</b>

Source: Information furnished by Commissioner (MGNREGS) in March 2025

The status of works approved during 2019-20 to 2023-24 in the six test-checked districts is shown in Table 5.2.

Table 5.2: Status of approved works in six selected districts during 2019-20 to 2023-24

Year	New works approved	No. of works completed (per cent)	No. of incomplete works (per cent)	Expenditure on incomplete works (₹ in crore)	No. of works not started (per cent)
2019-20	79,509	64,949(82)	2,922(4)	31.28	11,638(15)
2020-21	89,404	70,552(79)	4,967(6)	75.60	13,885(16)
2021-22	95,717	60,252(63)	14,482(15)	209.60	20,983(22)
2022-23	1,06,073	51,883(49)	28,345(27)	327.27	25,845(24)
2023-24	1,96,571	42,045(21)	73,571(37)	898.99	80,955(41)
<b>Grand Total</b>	<b>5,67,274</b>	<b>2,89,681(51)</b>	<b>1,24,287(22)</b>	<b>1,408.74</b>	<b>1,53,306(27)</b>

Source: Information furnished by Commissioner (MGNREGS) in March 2025

### 5.3.1 Incomplete works

As seen from Table 5.1, 5.03 lakh (19.57 per cent) works approved during 2019-20 to 2023-24 were incomplete in the State as of March 2025, of which 1.07 lakh (21 per cent) were pending completion for more than three years<sup>1</sup>. The incomplete works mainly related to providing irrigation facilities to individual beneficiaries<sup>2</sup>, drought proofing work, rural connectivity works etc. Further, 3.03 lakh works pertaining to the period 2005-06 to 2018-19 were also incomplete. Thus, 8.06 lakh works were incomplete.

In the six test-checked districts (Table 5.2), 1.24 lakh (22 per cent) works approved during 2019-20 to 2023-24, were incomplete as of March 2025 of which 0.22 lakh works (18 per cent) were pending completion for more than three years.

<sup>1</sup> The maximum completion period for the works executed under the Scheme was three years.

<sup>2</sup> Works such as construction of well, cattle sheds, farms ponds, sericulture work, plantation of fruit bearing trees etc. are executed on land owned by households belonging to scheduled castes, scheduled tribes, nomadic tribes, denotified tribes etc. under the Scheme.

Scrutiny of records of 336 test-checked works, revealed that 64 works (19 per cent) involving an amount of ₹ 244.76 lakh which had started between December 2017 and March 2023 were pending completion. Audit also noticed that 39 works (12 per cent) out of these 336 works on which an expenditure of ₹ 1.64 crore was incurred were stopped since last 12 months to five years.

The Deputy Collector, CSN stated (August 2024) that in majority of the incomplete works, the expenditure on the works was less than 30 per cent of the sanctioned cost and therefore cannot be closed in NREGASoft. It was further stated that some of the works are physically completed but due to pending payments of bills of materials, the works are shown as ongoing. In reply, the Commissioner (MGNREGS) stated (June 2025) that as per the direction (May 2025) of State Government, instructions are given to the districts for completion of works in a time bound manner.

(i) The incomplete works also included works taken up under horticulture programme which was taken up with a view to help individual beneficiaries<sup>3</sup> to increase their income and raise their standard of living. Out of 28,583 horticulture programme approved during 2019-20 to 2023-24, in four<sup>4</sup> out of six selected districts, 15,009 (52 per cent) works were incomplete. Further, out of 12,218 works approved during 2019-20 to 2020-21, in these four selected districts, 4,098 works (34 per cent) works were incomplete, though these works were required to be completed by 2023-24, as the programme was for three years.

Deputy Collector (EGS), Amravati attributed (June 2025) the incomplete works to technical problems and pending unskilled wages and pending payment towards material component while the District Superintendent Agriculture Officer, CSN (August 2024) and Deputy Collector (EGS), Dharashiv (June 2025) stated that the work was incomplete because of pending payment towards material component.

The District Superintendent Agriculture Officer of Amravati and CSN and Deputy Collector (EGS), Dharashiv stated (August 2025 and June 2025) that 3,474 works<sup>5</sup> on which an expenditure of ₹ 17.92 crore has been incurred are proposed for closure.

Thus, the incomplete works in the four districts resulted in non-creation of durable assets for increasing the income and standard of living of the beneficiaries. Besides, the proposed closure of 3,474 incomplete works in CSN, Dharashiv and Amravati district on which an expenditure of ₹ 17.92 crore was incurred would prove wasteful.

In reply, the Commissioner (MGNREGS) stated (June 2025) that a review meeting of all APO, Programme Technical Officer and other officers would be taken to complete all the ongoing works on priority.

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<sup>3</sup> Beneficiaries are rural households from marginalised and vulnerable sections (SC/ST/BPL/small farmer having below two hectares land) who own land and willing to maintain plantation for required duration of three to five years.

<sup>4</sup> Two districts viz. Palghar and Nagpur did not furnish information.

<sup>5</sup> Works on which less than 30 per cent expenditure was incurred.

### **5.3.2 Works not commenced**

As seen from **Table 5.1**, 7.10 lakh works (27.62 per cent) approved during 2019-20 to 2023-24 in the State was not started (as of March 2025), of which 2.48 lakh works (35 per cent) were not started for more than three years. In the six selected districts (**Table 5.2**), 1.53 lakh works (27 per cent) approved during 2019-20 to 2023-24 were not started (as of March 2025) of which 0.47 lakh works (30 per cent) were not started for more than three years.

In reply, the Deputy Collector, CSN stated (August 2024) that the works approved for execution contained a huge number of individual works which were not started on time due to personal problems of the beneficiaries.

### **5.4 Sanction of New Works**

Para 7.17 of MGNREGA Operational Guidelines *inter alia* suggested the following measures to deal with incomplete works:

- Project Implementing Agencies that have incomplete works for more than one fiscal year, after the year in which the works were proposed, sanction for new works should not be given.
- The GPs should first allocate works that are incomplete and have the required labour employment potential.
- State Governments were also urged to issue necessary directions capping the number of works that can be opened up in any GP at a given time while there are incomplete works.

Scrutiny in audit revealed that the State Government had not fixed the cap on the number of works that could be opened up at any given time in a GP. Audit noticed that as against 7.56 lakh works approved during 2023-24, 4.44 lakh new works were opened/taken up for execution, though 5.04 lakh works were lying incomplete at the beginning of 2023-24.

In 15 out of 48 test-checked GPs, Audit noticed that 339 new works approved during 2023-24 were opened/taken up, though 542 works were lying incomplete at the beginning of 2023-24 *i.e.* number of incomplete works was more than the works taken up in the selected GPs. Thus, the failure to fix a cap on the number of works which can be opened up in any GP at a given time has led to a situation where the number of incomplete works was more than the works taken up in the selected GPs.

In reply, the Commissioner (MGNREGS) stated (June 2025) that instructions would be issued to districts to take new works only after completion of incomplete works.

### **5.5 Expenditure on agricultural and allied activities**

The proviso below sub-para (2) of para 4 (as per amendment in July 2014) of Schedule 1 of the MGNREGA, stipulates that the District Programme Coordinator shall ensure that at least 60 per cent of the works to be taken up in a district, in terms of cost, shall be for creation of productive assets directly linked to agriculture and allied activities through development of land, water and trees. Audit noticed that the amendment done in July 2014 in the MGNREGA was not incorporated in the Maharashtra Employment Guarantee Act, 1977 by the State

Government. Thus, there was inconsistency in the MGNREGA and MEGA to that extent.

Audit observed that during 2019-20 to 2023-24, in five<sup>6</sup> out of six selected districts, the cost of works related to agricultural and allied activities was below 60 per cent, as detailed in **Appendix 5.1**.

As seen from **Appendix 5.1**, in the Palghar district, the expenditure ranged between 17 per cent and 39 per cent during 2019-20 to 2023-24.

In reply, the Commissioner (MGNREGS) stated (June 2025) that the percentage of agriculture and allied works in Nagpur districts in May 2025 was 64.94 per cent and efforts would be made to maintain the percentage in the remaining districts also.

## **5.6 Convergence of schemes with MGNREGS**

As per para 5 of schedule II of the MEGA Act, the State Government shall take concrete steps to achieve effective inter-departmental convergence till the last mile implementation level of the works under the Scheme with other Government Schemes or programmes so as to improve the quality and productivity of assets and bring in synergy to holistically address the multiple dimensions of poverty in a sustainable manner.

The Operational Guidelines (Para 15.1.1) allows convergence of the Scheme funds with funds from other schemes and sources, for creation of durable assets. The works undertaken under convergence included construction of Anganwadi/ other rural infrastructure, works on individual land (Awas Yojana), drought proofing, rural connectivity and rural sanitation, water conservation and water harvesting, renovation of traditional water bodies *etc.*

The projects which were identified for convergence are discussed in the Gram Sabhas. State level Convergence Committee, District level Convergence Committee, and Taluka level Convergence Committee has been constituted in the State. The Taluka level Convergence Committee<sup>7</sup> prepares the Taluka Convergence Plan and is responsible for its actual implementation. The District level Convergence Committee<sup>8</sup> is responsible for coordination between various departments for convergence works, prepare district convergence plan and monitor the implementation of works.

During the period 2019-20 to 2023-24, the number of convergence projects taken up in the State is given in **Table 5.3**.

<sup>6</sup> Except Chhatrapati Sambhajinagar.

<sup>7</sup> Is headed by Tahsildar as President and BDO as Vice President.

<sup>8</sup> Is Headed by District Collector as President and CEO of ZP as Vice President.

Table 5.3: Projects taken up under convergence

Year	Projects approved under convergence <sup>9</sup>	Convergence works which are completed	Percentage of completed convergence works
2019-20	3,26,073	1,02,000	31
2020-21	2,39,399	62,590	26
2021-22	1,88,935	52,175	28
2022-23	2,71,700	59,175	22
2023-24	4,97,772	35,329	7
<b>Total</b>	<b>15,23,879</b>	<b>3,11,269</b>	<b>20</b>

Source: Compiled based on data downloaded (September 2025) from NREGASoft

As seen from Table 5.3, during the period 2019-20 to 2023-24, only 20 per cent of the convergence work was completed.

Audit also observed that out of the total 15.24 lakh convergence works approved during 2019-20 to 2023-24, 14.97 lakh (98.23 per cent) works were under Pradhan Mantri Awaas Yojna (PMAY), as shown in Table 5.4.

Table 5.4: PMAY projects approved under convergence vis-à-vis total projects approved under convergence

Year	Projects approved under convergence	PMAY convergence works approved	Percentage of PMAY works to total convergence projects	Total PMAY works completed (percentage)	Other than PMAY convergence work approved	Other than PMAY convergence work completed (percentage)
2019-20	3,26,073	3,25,140	99.71	1,01,547(31)	933	453(49)
2020-21	2,39,399	2,38,339	99.56	62,048(26)	1,060	542(51)
2021-22	1,88,935	1,87,473	99.23	51,597(28)	1,462	578(40)
2022-23	2,71,700	2,59,878	95.65	58,000(22)	11,822	1,175(10)
2023-24	4,97,772	4,86,001	97.64	34,771(7)	11,771	558(5)
<b>Total</b>	<b>15,23,879</b>	<b>14,96,831</b>	<b>98.23</b>	<b>3,07,963 (21)</b>	<b>27,388</b>	<b>3,306 (12)</b>

Source: Compiled based on data downloaded (September 2025) from NREGASoft

As seen from Table 5.4, the proportion of PMAY convergence work to total convergence work during 2019-20 to 2023-24, ranged between 95.65 per cent (2022-23) to 99.71 per cent (2019-20). The PMAY works completed vis-à-vis the approved works ranged between seven per cent (2023-24) and 31 per cent (2019-20) while completion of works other than PMAY ranged between five per cent (2023-24) and 51 per cent (2020-21).

### 5.6.1 Utilisation of more than 90 persondays under PMAY

The Planning Department (EGS), GoM, vide Government Resolution issued in May 2015, had directed that unskilled work in the construction of houses under PMAY should be taken under convergence with the MGNREGA Scheme. It was also stipulated that a maximum 90 persondays of work in normal areas and 95 persondays of work in hilly areas were to be utilized for construction under PMAY.

Analysis of data of convergence work taken up under PMAY for the period 2019-20 and 2023-24 in the State as per NREGASoft, revealed that in 1,179 works (in 31 districts), the number of days for which unskilled workers were

<sup>9</sup> The variation in the approved project shown under convergence and total works approved during 2019-20 to 2023-24 was not reconciled by the Commissioner (MGNREGS).

employed under PMAY ranged between 91 days to 152 days in violation of Government Resolution. Thus, there was neither any monitoring by the districts to ensure that the persondays are not exceeded, nor was there any check in NREGASoft to prevent utilization of persondays above that stipulated in Government Resolution.

In reply, the Commissioner (MGNREGS) while acknowledging the irregularity stated (June 2025) that strict instructions have been issued to all implementing agencies to adhere to the prescribed personday limit under PMAY convergence works. The reply was however, silent about the checks in NREGASoft to ensure adherence to the limit.

### 5.7 Wage Material Ratio

As per Para 20 of schedule I to the MGNREG Act, 2005 (as per amendment in July 2014), for all works taken up under the Scheme, by the Gram Panchayat and other implementing agencies, the cost of the material component, including the wages of the skilled and semi-skilled workers shall not exceed 40 *per cent* at the district level. However, as per the MEGA for all works taken up by the GPs and implementing agencies other than GPs, the cost of the material component including the wages of the skilled and semi-skilled workers, shall not exceed 40 *per cent* at the GP level and block level respectively.

Further, as per Para 7.5 of the MGNREGA Operational Guidelines, the expenditure in violation of the ratio would be disallowed and the expenditure would be treated as a liability of the State Government.

Audit observed that during 2019-20 and 2023-24, three out of the six selected districts did not maintain the prescribed wage-material ratio as shown in **Table 5.5**.

**Table 5.5: Non-maintenance of prescribed wage-material ratio in selected districts**

Year	District	Actual expenditure on Labour ( <i>per cent</i> )	Actual expenditure on material ( <i>per cent</i> )	Total expenditure	Prescribed expenditure on material (40 <i>per cent</i> of total expenditure)	State liability due to excess expenditure on material
(₹ in crore)						
1	2	3	4	5	6	7=4-6
2019-20	Dharashiv	24.80 (54.46)	20.74 (45.54)	45.54	18.22	2.52
2023-24	Amravati	272.15 (56.62)	208.53 (43.38)	480.68	192.27	16.26
	Nagpur	48.38 (53.17)	42.62 (46.83)	91.00	36.40	6.22
	<b>Total</b>	<b>345.33 (55.95)</b>	<b>271.89 (44.05)</b>	<b>617.22</b>	<b>246.89</b>	<b>25.00</b>

*Source: Compiled based on data downloaded (January 2025) from NREGASoft*

As seen from **Table 5.5**, due to non-maintenance of the prescribed wage material ratio at the district level, there was a liability of ₹ 25 crore on the State Government.

In reply, the Commissioner (MGNREGS) stated (June 2025) that instructions have been issued to all districts to maintain wage material ratio and the maintenance of the ratio would be ensured.

Audit analysed the wage material ratio in the selected Blocks<sup>10</sup> for the period 2019-20 to 2023-24. Analysis revealed excess expenditure on material as shown in Table 5.6.

Table 5.6: Non-maintenance of prescribed wage-material ratio in selected Blocks

Year	Name of districts	Name of blocks	Actual expenditure on Labour (per cent)	Actual expenditure on material (per cent)	Total expenditure	Prescribed expenditure on material (40 per cent of total expenditure)	Excess expenditure on material
(₹ in lakh)							
2019-20	Dharashiv	Kalamab	646.16 (54.80)	533.01 (45.20)	1,179.17	471.67	61.34
2021-22			776.44 (50.58)	758.66 (49.42)	1,535.10	614.04	144.62
2023-24			1,731.51 (49.84)	1,742.93 (50.16)	3,474.44	1,389.78	353.15
2019-20	Ahilya-Nagar	Osmanabad	209.74 (59.50)	142.75 (40.50)	352.49	141.00	1.75
2021-22		Jamkhed	520.15 (47.95)	564.64 (52.05)	1,084.79	433.92	130.72
2022-23		Shevgaon	364.88 (55.51)	292.39 (44.49)	657.27	262.91	29.48
2020-21	Chhatrapati Sambhaji nagar	Aurangabad	243.23 (53.71)	209.67 (46.29)	452.90	181.16	28.51
2022-23			673.06 (41.20)	960.71 (58.80)	1,633.77	653.51	307.20
2023-24			2,698.12 (57.23)	2,016.16 (42.77)	4,714.28	1,885.71	130.89
2022-23		Paithan	2,372.23 (48.91)	2,478.04 (51.09)	4,850.27	1,940.11	537.93
2023-24			4,902.73 (52.81)	4,381.40 (47.19)	9,284.13	3,713.65	667.75
2021-22	Palghar	Dahanu	432.50 (58.60)	305.56 (41.40)	738.06	295.22	10.34
2022-23		Vikramgad	5,431.71 (57.94)	3,942.78 (42.06)	9,374.49	3,749.80	192.98
<b>Total</b>							<b>2,596.24</b>

Source: Compiled based on data downloaded (September 2025) from NREGASoft

As seen from Table 5.6, eight out of the 12 selected blocks did not maintain the prescribed wage-material ratio resulting in excess expenditure on material amounting to ₹ 25.96 crore.

### 5.8 District level Technical Committee

Para 4.4.3 of Operational Guidelines, provides that a District-level Technical Committee may be formed at district-level to guide the implementation of the Act. The District Level Technical Committee must comprise district officers from the relevant technical departments, representatives of NGOs and the academic community. The functions of the Committee *inter alia* included examining shelf of project, preparation of district specific schedule of rates for common tasks under MGNREGS, determining the rates, quality parameters and list of suppliers for the district for the material, and laying down norms to ensure quality of assets being created under the Scheme.

<sup>10</sup> Information at GP level was not available in NREGASoft.

Audit observed that the District level Technical Committee was not formed in any selected district.

In the absence of a District Level Technical Committee, the estimate of works was prepared based on common State Schedule of Rates instead of district specific schedule of rates for common tasks under the Scheme as discussed in paragraph 4.9.1.

### 5.9 Worksite facilities

As per Para 23 of schedule III of MEGA, facilities for safe drinking water, shade for children and period of rest, first aid box with adequate material for emergency treatment for minor injuries and other health hazards connected with the work being performed have to be provided at the work site as minimum entitlement for the labourers. In case, the number of children below the age of five years accompanying the woman working at any site is five or more, provisions shall be made to depute one of such women workers to look after such children. The person so deputed shall be paid wages. All expenditure on worksite facilities was to be booked as part of administrative expenditure.

Survey of 480 selected beneficiaries in 48 selected GPs revealed the following:

- 119 beneficiaries (25 per cent) stated that first-aid box was not available at the work site;
- 54 beneficiaries (11 per cent) stated that drinking water facilities were not available;
- 91 beneficiaries (19 per cent) stated that shade was not available; and
- 182 beneficiaries (38 per cent) stated that childcare facility was not available at the worksite.

Non-availability of minimum entitled basic facilities at the work site was not only a violation of the MEGA but also rendered the work environment more arduous for the job seekers negatively affecting their output and thereby the wages.

In reply, the Commissioner (MGNREGS) stated (June 2025) that instructions have been issued to all implementing agencies to ensure that first-aid boxes, drinking water, shed, and childcare facilities are made available at all worksites with immediate effect. It was further stated that field inspection would be conducted periodically to verify the availability of these facilities.

### 5.10 Display Boards

As per para 24 (a) of the Scheme (schedule II of MEGA), for ensuring transparency and accountability at all levels of implementation, a citizens' Information Board containing the details of the work, quantities of materials to be used, item-wise cost of the estimate, should be displayed at each work site.

During physical verification of 336 works, Audit noticed that display boards were not available in 219 works sites (65 per cent) as shown in **Table 5.7**.

**Table 5.7: Non-availability of work site display board**

Sr. No.	Name of the District	Total selected works	No. of works where display boards were not available
1	Ahilyanagar	56	34
2	Amravati	56	48
3	Chhatrapati Sambhajinagar	56	19
4	Dharashiv	56	56
5	Nagpur	56	30
6	Palghar	56	32
	<b>Total</b>	<b>336</b>	<b>219</b>

*Source: Compiled based on joint physical verification done by Audit*

In reply, the Commissioner (MGNREGS) stated (June 2025) that instructions are being issued to affix display board containing the details of work.

### 5.11 Joint physical verification

Audit conducted joint physical verification of 336 selected works and deficiencies noticed are discussed in the succeeding paragraphs.

#### 5.11.1 Road works

**(i) District: Palghar; Block : Dahanu; GP: Veti Varoti**  
**Status of work: completed; Expenditure incurred : ₹ 3.97 lakh;**  
**Commencement year: 2021-22; Completion year: 2021-22.**

The work involved construction of 410 metres of gravel road. The road was adjacent to Surya river and about 100 metres of the road was found submerged during physical verification.

Thus, the road did not provide all-weather access to the village.



<p><b>ii) District: Palghar; Block : Vikramgad; GP: Boranda</b>  <b>Status of work: Ongoing; Expenditure incurred : ₹ 8.78 lakh;</b>  <b>Commencement year: 2022-23.</b></p>	
<p>The existing road from Pandharepada to Rayagunjpada had lost its width due to draining of road side materials. Hence to make the road accessible by State Transport buses <i>etc.</i> improvement work was undertaken. The side shoulder work of the road which was executed (between May 2022 to April 2023) on the road was not visible during physical verification. The GP attributed the same to side shoulder being covered with grass for most of the stretch of road and damage to some part due to heavy rains. Thus, the objective of providing side shoulder of durable nature was not fulfilled even after a lapse of more than one year.</p>	
<p><b>iii) District: Palghar; Block : Vikramgad; GP: Boranda</b>  <b>Status of work: Ongoing (physically completed); Expenditure incurred : ₹ 7.82 lakh;</b>  <b>Commencement year: 2023-24.</b></p>	
<p>Construction of Water Bound Macadam (WBM) road (from main road to Lelepada) of 320 metres was completed in 2023-24. Beyond chainage of 65 metres, the road having length of 12 metres was washed out due to rains. Thus, the road did not have all-weather connectivity.</p>	
<p><b>iv) District: Palghar; Block : Dahanu ; GP: Chalani</b>  <b>Status of work: Ongoing ; Expenditure incurred : ₹ 1.49 lakh (Sanction cost: ₹ 6.40 lakh); Commencement year: 2021-22.</b></p>	
<p>The construction of a gravel road having a length of 417 metres was executed by laying only murrum. Compaction and laying of gravel were pending. During physical verification, it was noticed that the entire 417 metres of road was damaged due to rain. Thus, the road did not provide all-weather access to the village even after a lapse of two years from the commencement of the work.</p>	

In reply, the Commissioner (MGNREGS) stated (June 2025) that districts are being directed to submit the explanation.

### 5.11.2 Sericulture work

**District: Dharashiv; Block: Kalamb; GP: Shelaka (Dhanora)**  
**Status of work: Abandoned ; Expenditure incurred : ₹ 2.35 lakh;**  
**Commencement year: 2022-23.**

Sericulture work was sanctioned during 2022-23. The objective of the work was to raise income of the farmer. The beneficiary carried out plantation of 'Tuti plants' (Mulberry plant) and constructed a shed on his farm for the cultivation of silkworms. During joint physical verification Audit noticed that no silkworms were available on site and further, the stands available under the erected shed on which silkworms were to be kept were damaged and not in usable condition.

Thus, no durable assets were available to aid the beneficiary in increasing the income level.

In reply, Gram Sevak of the GP stated (August 2024) that the beneficiary assured to clean the shed and cultivation of silkworms would be done.



### 5.11.3 Construction of Well

**i) District: Chatrapati Sambhaji Nagar; Block: Paithan; GP: Gharegaon**  
**Status of work: Completed ; Expenditure incurred : ₹ 2.92 lakh;**  
**Commencement year: 2021-22; Completion year: 2022-23.**

During joint physical verification, Audit noticed that the RCC Ring/boundary sidewall of the irrigation well (Gat no. 44) had collapsed.

The collapse of RCC Ring/boundary sidewall of the irrigation well within one year and three months from its completion indicated poor quality of work. The absence of a boundary wall can also endanger the lives of humans and animals.



**ii) District: Chatrapati Sambhaji Nagar; Block : Aurangabad ; GP: Pimpal Khuta**  
**Status of work: Ongoing; Expenditure : ₹ 1.87 lakh (on wages);**  
**Commencement year: 2021-22.**

During joint verification, it was noticed that the RCC ring/boundary sidewall of the well (Shri Dynaeshwar Vishvbhar Dabhade) was not constructed despite a lapse of more than three years from the commencement of the work.

The Gram Sevak attributed the incomplete work to financial crisis of the beneficiary.

#### 5.11.4 Matoshree Panand Raste Yojana

The Scheme was introduced (November 2021) by the Planning Department (EGS), to facilitate the farmers to take road works under the Scheme including improvisation of existing *kuchha shet/panand* roads and removing encroachment on such roads and making *kuchha* and *pucca* roads jointly. The financing for construction of one kilometer rubble road under Matoshree Panand Raste Yojana was ₹ 15.05 lakh (unskilled: ₹ 9.03 lakh; skilled: ₹ 6.01 lakh) under MGNREGS and ₹ 8.80 lakh from State EGS fund.

**District: Chatrapati Sambhaji Nagar; Block : Aurangabad ; GP: Pimpal Khuta**  
**Status of work: Incomplete; Expenditure incurred: ₹ 4.83 lakh on wages**  
**Commencement year: 2023-24.**

Construction of Matoshri Road in GP Pimpalkhuta sanctioned at a cost of ₹ 23.69 lakh (MGNREGS: ₹ 15.05 lakh, State EGS: ₹ 15.05 lakh) was carried out by enrooting grass weeds, excavation of soil work, supplying and laying of hard murrum.

During physical verification it was noticed that grass had grown all over the field and the enrooting of grass and levelling would have to be redone.

In reply, the Gram Sevak of the GP stated (August 2024) that the work was incomplete due to insufficient funds for the purchase of materials.



The deficiencies noticed could be attributed to non-appointment of State Quality Monitors for each district as discussed in **paragraph 6.5**.

In reply, the Commissioner (MGNREGS) stated (June 2025) that due to shortfall in fund, the work is incomplete and after receiving the fund from GoI, funds would be provided to concerned GPs to complete the incomplete work.

#### 5.12 Geo-tagging of works

With an objective to improve the transparency and to enhance the visibility of the Scheme, MoRD started the implementation of GeoMGNREGA for geo-tagging of assets created under the Scheme in partnership with National Remote Sensing Centre (NRSC) of Indian Space Research Organisation (ISRO). The BHUVAN geoportal of NRSC has been customized for this purpose.

Geo-tagging is done through Bhuvan mobile platform using android-based mobile app for field-level data capturing, as well as asset visualization capabilities & report generation tools. This includes capturing of GPS location of the asset, along with photographs. Under GeoMGNREGA Phase-II, which was rolled out for geo-tagging of all assets (except works taken under PMAY) created after 01 November 2017, Geo-tagging was required to be carried out in three stages as detailed below:

- Stage 1 Geo-tagging (Before the Start of Work): It has to be carried out on works with technical and administrative sanctions that have the Detailed Project Report (DPR) frozen in NREGASoft.

- Stage 2 Geo-tagging (During the Work): Once 30 *per cent* of the estimated cost of the work is booked as expenditure, then the said work will be available for Stage 2 geo-tagging.
- Stage 3 Geo-tagging (After Completion of Work): Once the work is completed and closed at NREGASoft, it is available for Stage 3 Geo-tagging.

The Status of Geo-tagging in the three stages in the 12 selected Blocks is shown in **Table 5.8**.

**Table 5.8: Status of Geo-tagging of works in the 12 selected Blocks**

Particulars	Stage I	Stage II	Stage III	Total (percentage)
Number of works	89,859	65,097	20,305	1,75,261
Number of works in which geo-tagging was completed	75,838	33,331	13,710	1,22,879 (70)
Number of works which are shared with the BHUVAN geoportal of NRSC but not geo-tagged	11,631	12,275	6,595	30,501 (17)
Number of works which are not shared for geo-tagging	2,390	19,491	-	21,881 (13)

*Source: Compiled based on data downloaded (August 2024) from NREGASoft*

As seen from **Table 5.8**, Geo-tagging of 30 *per cent* of the works was pending at various stages as of August 2024.

In reply, the Commissioner (MGNREGS) stated (June 2025) that the concerned districts have been instructed to ensure immediate completion of pending geo-tagging across all three stages.

Audit noticed that Geo-tagging of 27 *per cent* of the works was pending at various stages as of September 2025.

### **5.13 Liability towards material component**

As per the information available in NREGASoft, an amount of ₹ 541.92 crore was pending for payment on account of material component (skilled wages, semi-skilled wages, material cost and taxes) for the period 2019-20 to 2023-24 in the State as shown in **Table 5.9**.

**Table 5.9: Pending liability of material component in the State**

Year	Skilled and semi-skilled wages	Material cost	Tax	Total
(₹ in lakh)				
2019-20	0.70	858.45	0	859.15
2020-21	17.74	871.45	0	889.19
2021-22	65.20	2,523.91	0.20	2,589.31
2022-23	124.35	6,217.46	3.91	6,345.72
2023-24	282.85	43,169.66	56.46	43,508.97
<b>Total</b>	<b>490.84</b>	<b>53,640.93</b>	<b>60.57</b>	<b>54,192.34</b>

*Source: Compiled based on data downloaded (October 2024) from NREGASoft*

As seen from **Table 5.9**, ₹ 541.92 crore pertaining to the period 2019-20 to 2023-24 was pending payment as of October 2024, of which ₹ 106.83 crore was pending payment for a period ranging from one to four years. Audit noticed that the maximum liability of ₹ 71.08 crore (13 *per cent*) was pending in Gondia district. In the selected districts, payments of ₹ 120.12 crore pertaining to the period 2019-20 to 2023-24 was pending.

In reply, the Commissioner (MGNREGS) stated (June 2025) that follow up is being done with Central Government to release fund towards material component.

Audit noticed that the liability for the period 2019-20 to 2023-24 reduced from ₹ 541.92 crore as of October 2024 to ₹ 216.68 crore as of September 2025 out of which ₹ 16.37 crore was pending due to rejected transactions and transactions pending bank response as discussed in paragraph 5.13.1.

### 5.13.1 Pending disbursement of cost of material component

The cost of material component pending disbursement in the State is shown in **Table 5.10**.

**Table 5.10: Material component pending disbursement**

Year	Material component pending disbursement				Total no. of rejected transactions	Amount involved (₹ in lakh)
	No. of rejected transactions pending regeneration	Amount involved in transactions pending regeneration (₹ in lakh)	No. of rejected transactions pending bank response	Amount involved in rejected transactions (₹ in lakh)		
1	2	3	4	5	6=2+4	7=3+5
2019-20	120	18.94	49	5.62	169	24.56
2020-21	890	94.41	205	28.24	1,095	122.65
2021-22	1,937	163.23	1,343	159.85	3,280	323.08
2022-23	1,505	210.36	1,753	764.31	3,258	974.67
2023-24	1,601	404.32	1,219	335.39	2,820	739.71
<b>Total</b>	<b>6,053</b>	<b>891.26</b>	<b>4,569</b>	<b>1,293.41</b>	<b>10,622</b>	<b>2,184.67</b>

*Source: Compiled based on data downloaded (October 2024) from NREGASoft*

As seen from **Table 5.10**, 10,622 transactions were rejected which were due to wrong account number, closed account, blocked or frozen account *etc.* involving payment of ₹ 21.85 crore. Out of ₹ 21.85 crore, an amount of ₹ 14.45 crore was pending for one year to four years. In the six selected districts, 2,654 transactions involving cost of material valuing ₹ 5.27 crore were rejected. Disbursements against these rejected transactions were pending either for regeneration<sup>11</sup> (generation of Fund Transfer Order) or though regenerated were pending for bank response<sup>12</sup>.

In reply, the Commissioner (MGNREGS) stated (June 2025) that constant follow up is done with Central Government to release the fund towards material component.

Audit noticed that the total pending rejected transaction for the period 2019-20 to 2023-24 increased to 10,917 involving an amount of ₹ 16.37 crore as of September 2025.

<sup>11</sup> Regeneration means generation of Fund Transfer Order.

<sup>12</sup> Pending bank response means acknowledgement regarding success or failure of transaction is awaited from banks.

**Conclusion**

Out of total works sanctioned during 2019-20 to 2023-24, 19.57 per cent remained incomplete, while 27.62 per cent had not even commenced. Further, 3.03 lakh works sanctioned prior to 2019-20 also remained incomplete. The absence of a cap on the number of works that could be simultaneously opened in Gram Panchayats contributed to accumulation of incomplete and not started works, indicating weak planning and execution controls.

**Recommendation**

*Recommendation No. 6: The Government may issue directions to follow the prescribed provisions for sanctioning of new works in Gram Panchayats.*